

# INTRODUCTION TO CIVIL PREPAREDNESS

DEFENSE CIVIL PREPAREDNESS AGENCY / SEPTEMBER 1972 / CPG 1-1



## **INTRODUCTION TO CIVIL PREPAREDNESS**

**—How Civil Preparedness Came To Be**

**—What Civil Preparedness Is Today**

**—Help Available And Where To Get It**

**and**

**—How The Outstanding Director Works**

**Department of Defense      Defense Civil Preparedness Agency**

**CPG 1-1**

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## FOREWORD

This booklet is designed to introduce the new local director to civil preparedness—which includes civil defense and disaster preparedness. It was written with help from a special task force of State and local Civil Defense directors.

We hope it will help you develop your emergency preparedness knowledge and increase your ability to help your community cope with serious hazards and disasters, including possible nuclear attack.

You will do well to take full advantage of the technical guidance, financial assistance, and other aids described here. And you will find it useful to consult our Publications Catalog (MP-20) for more information. Effective use of these resources, however, requires basic knowledge of civil preparedness. Useful orientation may be obtained from the "Civil Defense Director/Coordinator" course now available in home study form.

Your State Civil Defense director can advise you on how to enroll in this course and how to obtain further education as you develop your career in civil preparedness.

# I. BACKGROUND

## Origins of Civil Preparedness

Since the beginning of time, man has sought protection from the dangers of a hostile environment. The cave, the forest, even hollow logs provided refuge for many of our forebears. Where the shelter and the actions taken were suitable to meet the emergency conditions, man survived. History contains countless references to individual, group, and community actions for protection from famine, flood, fire, and the effects of war. It was not, however, until the onset of World War II, with the threat of large-scale aerial attacks on cities and industrial centers, that civil defense planning gained impetus. Added impetus resulted from the advent of atomic and thermonuclear weapons and advanced delivery systems.

## Civil Preparedness in Foreign Countries

As one would expect, civil preparedness programs in various nations of the world vary widely in terms of emphasis, financial support, and public interest and involvement. They range from the extensive, heavily funded Soviet civil defense system, including blast and fallout shelters, crisis evacuation plans, and extensive public training programs . . . to the dual-use, deep-rock shelters of Norway and Sweden . . . the well-subsidized shelter programs of traditionally neutral Switzerland . . . to the hurricane-centered emergency programs of Barbados.

Joint civil defense planning and exchange of information with friendly nations is conducted actively by the Defense Civil Preparedness Agency.

Information on the civil defense programs of Canada, western European nations, Israel, Russia, China, and several other countries, is available from the Defense Civil Preparedness Agency, The Pentagon, Washington, D.C. 20301.

## Civil Preparedness in the United States

The origin of civil defense preparedness in the United States may be traced to August 1916, when Congress established the Council of National Defense to coordinate "industries and resources for the national security and welfare, and to create relations which will render possible, in time of need, the immediate concentration and utilization of the resources of the Nation." The Council consisted of the Secretaries of War, Navy, Interior, Agriculture, Commerce, and Labor. In December 1918, this Council was dissolved, and from that time until 1940, civil defense in a formal sense did not exist in the United States. On May 28, 1940, President Roosevelt established the National Defense Advisory Commission, which included the Division of State and Local Cooperation. In May 1941, a Presidential

Executive Order replaced the Division of State and Local Cooperation with the Office of Civilian Defense.

The period from May 1941 to January 1951 was marked by a series of changes in the U.S. Government's civil defense policies, plans, and direction, as changes occurred in a potential enemy's destructive capabilities and our national defense policies.

On January 12, 1951, President Truman signed into law the Federal Civil Defense Act of 1950 (Public Law 920), which authorized and established a national civil defense program. As in the preceding 10 years, there followed successive changes in civil defense policies and plans, in consonance with changes in the development of weapons and delivery systems, and in our national defense policies and posture.

On August 1, 1961, by Executive Order of the President, the Secretary of Defense was made responsible for the Federal Civil Defense program, and the Office of Civil Defense was established as a part of the Defense Department. On March 31, 1964, the Secretary of the Army was assigned the civil defense responsibilities of the Secretary of Defense, and the Office of Civil Defense was transferred from the Office of the Secretary of Defense to the Office of the Secretary of the Army.

On May 5, 1972, Secretary of Defense Melvin R. Laird established the Defense Civil Preparedness Agency (DCPA). Simultaneously the Office of Civil Defense within the Department of the Army was disestablished and its functions transferred to the new Defense agency.

The new agency is responsible for developing an effective national civil defense program and preparedness assistance and guidance to help State and local governments achieve total disaster preparedness.

More information on the history and evolution of civil preparedness in the United States is available from the Defense Civil Preparedness Agency, The Pentagon, Washington, D.C. 20301.

### Planning Basis

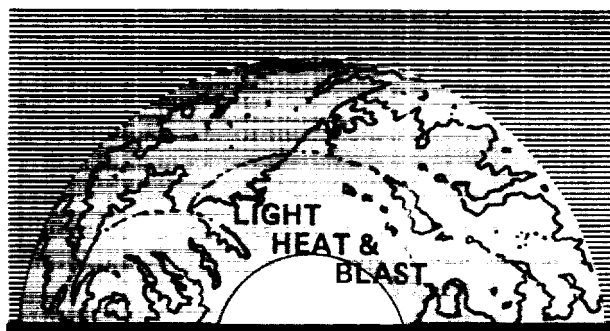
The DCPA works with the Office of Emergency Preparedness (OEP), other federal agencies, and States and localities throughout the United States

to achieve overall readiness to cope with major emergencies. The central purpose of the program is to develop a coordinated, effective response to protect lives and property in the event of disaster. All significant hazards are included in this readiness concern, ranging from localized peacetime emergencies to the national threat of nuclear attack.

In the extreme kind of disaster—that caused by nuclear attack—protecting people from the dangerous effects of radioactive fallout is of major importance. This should be reflected in your emergency operations planning. And for this purpose it is essential that you have basic facts about the fallout hazard and protective measures which can be taken against it.

### Hazards of Nuclear Attack

When a nuclear bomb or missile explodes, the main effects produced are intense light (flash), heat, blast, and radiation.

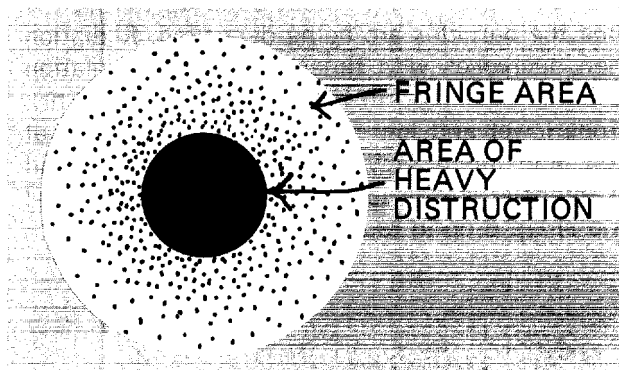


How strong these effects are depends on the size and type of the weapons, how far away the explosion occurs, weather conditions (sunny or rainy, windy or still), the terrain (whether the ground is flat or hilly), and height of the explosion (high in the air, or near the ground).

### What Would Happen in a Nuclear Attack

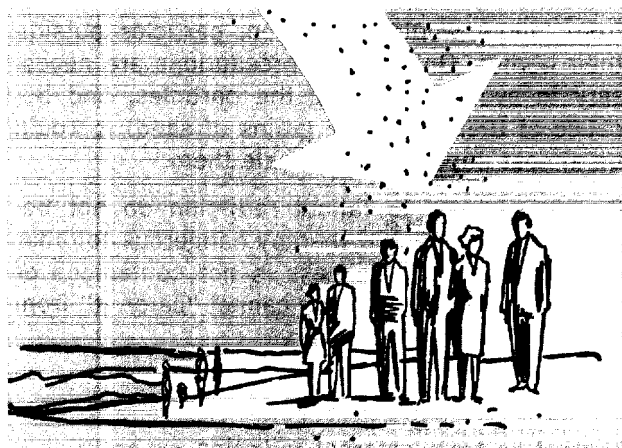
If the United States were attacked, people who are close to nuclear explosions probably would

be killed or injured seriously by the heat of the nuclear fireball, or by the blast wave.



People a few miles away, in the "fringe area" of an explosion, would be endangered by the blast and heat, and by fires started by the explosion. It is likely, however, that most of the people in the fringe area would survive these hazards.

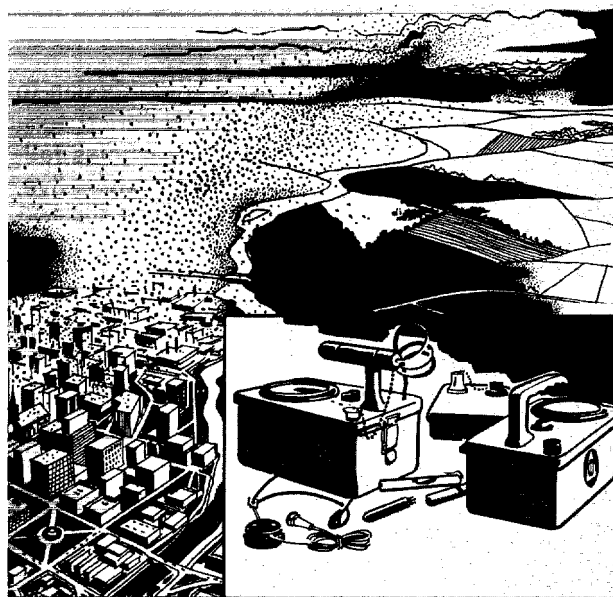
People outside the fringe area would not be affected by the blast, heat, or fire. Department of Defense studies show that in any nuclear attack an enemy might launch against this country, tens of millions of Americans would be outside the fringe areas. To these people, radioactive fallout would be the main danger. Protective measures can be taken against this hazard.



### What Fallout Is

When a nuclear weapon explodes on or near the ground, great quantities of pulverized earth and other debris are sucked up into the nuclear cloud. Radioactive gases produced by the explosion condense on and into this debris, producing radio-

active fallout particles. These particles fall back to earth within a short time—the larger ones first, the smaller ones later. The radioactive particles give off invisible gamma rays—like X-rays—which can injure and kill people. The most intense radiation is given off quickly. Therefore, the first few hours or days after an attack would be the most dangerous period.



The particles of fallout would be about the size of grains of salt or sand. The deadly rays they would give off could not be seen, tasted, smelled, or felt. Special instruments are required to detect and measure the intensity of radiation from fallout particles.

### Fallout Would Be Widespread

The distribution of fallout after a nuclear attack would depend on wind currents, weather conditions, and other factors. There is no way of predicting in advance what areas of the country would be affected, or how soon the particles would fall back to earth at a particular location. Some communities might get a heavy accumulation of fallout, while others—even in the same general area—might get little or none. No area in the United States could be sure of **not** getting fallout.

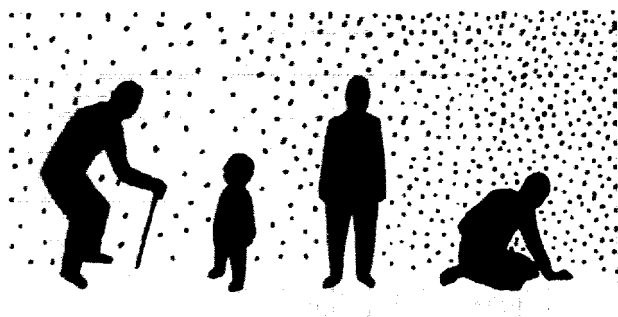
Areas close to a nuclear explosion might receive fallout within 15 to 30 minutes; and it might take 5 to 10 hours or more for the particles to drift downwind to a community 100 to 200 miles away.



Generally, the first 24 hours after fallout began to settle would be the most dangerous period to a community's residents. The heavier particles falling during that time would be highly radioactive. The lighter particles falling later would have lost much of their radiation while still at high altitudes.

### Fallout May Cause Radiation Sickness and Death

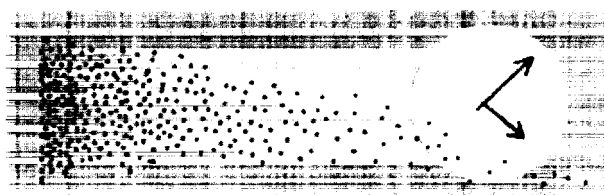
The invisible gamma rays given off by fallout particles can cause radiation sickness—that is, illness caused by physical and chemical changes in the cells of the body. If a person receives a large dose of radiation over a short period of time, he will die. But if he receives only a small or medium dose, his body will repair itself and he will get well. The same dose received over a short period of time is more damaging than if received over a longer period. Usually, the effects of a given dose of radiation are more severe in the very young, the aged, and the ill.



Gamma radiation exposure is measured in units called "roentgens" (abbreviated "r"). Few people become ill who have been exposed to 100r or less. Exposure of the whole body to more than 300r over a period of a few days will cause sickness and may occasionally cause death. And death would be likely for almost anyone who

receives a whole-body exposure of 600r over a period of a few days.

Radiation levels from fallout build up during the time the particles are being deposited. Radiation then decreases with time; that is, the radiation level, as measured in roentgens per hour (r/hr), drops lower and lower. The decrease is rapid at first, and much slower later on. This falling off of intensity is due to "radioactive decay." There is a sharp drop in radioactivity in the first 6 to 8



hours following a nuclear explosion, and then a gradual leveling off to a relatively low decay rate by the end of the first 48 hours.

Special clothing cannot protect people against gamma radiation; and no special drugs or chemicals can prevent large doses of radiation from causing damage to the cells of the body. However, antibiotics and other medicines are helpful in treating infections which sometimes follow excessive exposure to radiation (which weakens the body's ability to fight infections).

Almost all of the radiation people would absorb from fallout would come from particles outside their bodies. Only simple precautions are necessary to avoid swallowing the particles; and because of their size (like grains of sand) it would be almost impossible to inhale them.

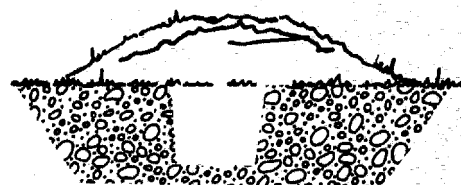
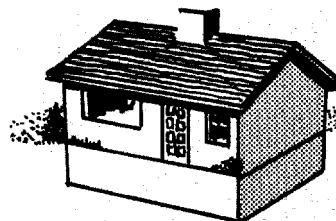
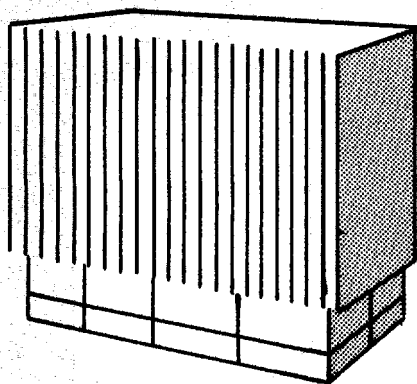
People exposed to fallout radiation do **not** become radioactive and thereby dangerous to other people. Radiation sickness is not contagious or infectious, and one person cannot "catch it" from another person.

### Protection Is Possible

Protection from external radiation exposure is a combination of three things: shielding, distance and time, defined as—(1) shielding (shelter), (2) distance (distance from radiation source), (3) time (control of exposure).

In a fallout area, shielding is the most dependable means of protection. Shelter provides mass between people and the source of radiation. By





keeping the fallout particles outside, shelters also provide some protection by distance. The degree of intensity and the rate of decay to acceptable levels must be determined by specialists with special equipment.

People can protect themselves against fallout radiation, and have a good chance of surviving it, by staying inside a fallout shelter. In most cases, the fallout radiation level outside the shelter would decrease rapidly enough to permit people to leave the shelter within a few days.

Even in communities receiving heavy accumulations of fallout, people soon might be able to leave shelter for a few minutes or a few hours at a time to perform emergency tasks. In most places, it is unlikely that full-time shelter occupancy would be required for more than a week, or two.

### Many Kinds of Fallout Shelters

The farther away a person is from fallout particles, the less radiation he will receive. Also, the building materials (concrete, brick, lumber, etc.)

between a person and fallout particles absorb many of the gamma rays.

A fallout shelter, therefore, does not need to be a special type of building or an underground bunker. It can be any space, provided the walls and roof are thick or heavy enough to absorb many of the rays given off by the fallout particles outside. This keeps dangerous amounts of radiation from reaching people inside the structure.

A fallout shelter can be the basement or inner corridor of any large building, the basement of a private home, a subway or tunnel, or even a backyard trench with some kind of shielding material (heavy lumber, earth, bricks, etc.) serving as a roof.

In addition to protecting people from radiation, most fallout shelters would provide limited protection against the blast and heat effects of nuclear explosions which occur some distance away. More information on the effects of nuclear weapons, protection from radioactive fallout, and examples of buildings built with fallout shelter in them is available from your State civil defense agency.

## II. BASIC PROGRAM

### The National Civil Preparedness System

Despite continuing efforts to achieve and maintain peace, attack on this country is always a possibility. Nuclear attack—the ultimate disaster—could affect most of the Nation. In the face of this threat, strong nationwide civil preparedness is needed.

The Federal Civil Defense Act of 1950, as amended, states the intent of Congress, "To provide a system of civil defense for the protection of life and property in the United States from attack." The law also assigns responsibility for civil defense. It states: "The responsibility for civil defense shall be vested jointly in the Federal Government and in the several States and their political subdivisions. The Federal Government shall provide necessary direction, coordination, and guidance, . . . and shall provide necessary assistance."

The National Director of DCPA, in coordination with Federal, State, and local governments, is responsible for the development and execution of:

#### Civil Defense Preparedness

1. A shelter program, including evacuation and movement to shelter;
2. A chemical, biological and radiological warfare defense program;

3. Steps necessary to warn or alert Federal military and civilian authorities, State officials and the civilian population of enemy attack upon the United States. Responsibility for developing, deploying and operating military surveillance and warning systems remains with the appropriate military department;
4. Civil defense communications, including an appropriate warning network, communications between authorities, and communications procedures for the reporting on radiological monitoring and instructions to shelters;
5. Emergency assistance to State and local governments in a postattack period;
6. Protection and emergency operational capability of State and local government agencies in keeping with plans for the continuity of government;
7. Programs for making financial contributions for civil defense purposes to the States;
8. Plans and the operation of systems to undertake a nationwide postattack assessment of the nature and extent of the

damage resulting from enemy attack and the surviving resources, including systems to monitor and report specific hazards resulting from the detonation or use of special weapons. Such assessment should address civilian resources, whereas the military departments retain primary responsibility for assessing damage to military resources;

9. Necessary arrangements for the donation of Federal surplus property in accordance with section 203(j)(4) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 484(j)(4)); and
10. The establishment and administration of a Civil Defense Advisory Committee to advise the Secretary of Defense.

### Natural Disaster Preparedness

1. A program to utilize and make available the civil defense communications system for the purpose of disaster warnings.
2. Programs to provide planning assistance to State and local governments in their development of natural disaster preparedness plans and capabilities.

### Organization of DCPA

DCPA, although located in the Department of Defense, is civilian in character and direction. Its headquarters is in the Pentagon. In addition, there are eight DCPA Regional offices located at Maynard, Massachusetts; Olney, Maryland; Thomasville, Georgia; Battle Creek, Michigan; Denton, Texas; Denver, Colorado; Santa Rosa, California; and Bothell, Washington. There is also a DCPA Staff College at Battle Creek, Michigan.

DCPA works with the 50 States, Puerto Rico, the Canal Zone, the Virgin Islands, Guam, American Samoa, and the District of Columbia. And through the States we reach the counties, parishes and local governments to help them prepare to cope with effects of man-made or natural disasters.

### State Organization

State civil defense agencies have a number of critical civil preparedness functions to perform.

Of special interest to you as the local civil defense director are the important roles of the State agency: (1) in coordinating relevant Federal and State programs with civil preparedness planning, and (2) in supporting and strengthening local civil preparedness planning and operations for peacetime and wartime disasters.

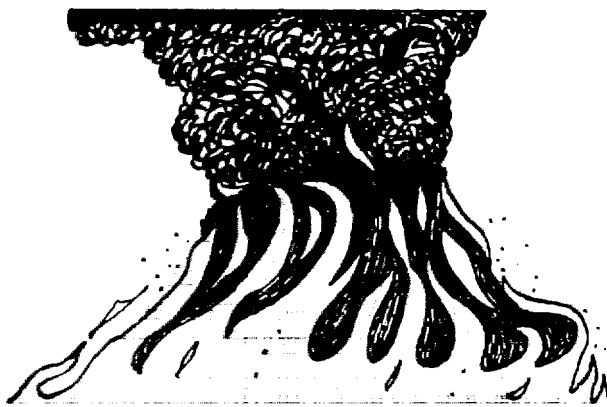
It is essential that you establish close working relations with your State civil defense director and staff.

### Local Organization

Civil preparedness is by law a joint responsibility of the Federal Government and State and local governments. Each has a distinctive and complementary role. The local community, however, is where the basic action is—where lives are saved or lost when disasters strike. Experience in peacetime disaster planning and operations forms a solid base for readiness to meet the effects of disaster caused by nuclear attack.

You, as the local civil defense director, assisted by the State civil defense agency, have major roles to play in helping your local community and its residents achieve preparedness for the major emergencies which may occur at any time of day or night.

You have a key role in creating interest, motivation, and community involvement in planning to cope with major emergencies. A primary duty is to serve your chief executive by coordinating the emergency preparedness planning activities of the local departments of your government. Your success will be judged by the extent to



which your actions serve to strengthen the community, enrich its daily life, and improve the community's ability to cope with the effects of various kinds of hazards. These include such major emergencies as floods, drought, hurricanes, tornadoes, blizzards, chemical accidents, air and water pollution, transportation accidents, civil disorder, earthquakes, radiological hazards, fires, and enemy attack.

As director/coordinator for the chief executive, you have major duties to:

- Work closely on a cooperative basis, with all the heads of local departments of your government and community organizations in developing plans and procedures to cope with disasters.
- Specify and describe the major peacetime hazards which are likely to face your community.
- Describe the radioactive fallout hazard of nuclear attack.
- Analyze the effects of the hazards or disasters on the area.
- Describe the needs, both human and material, which can be caused by the disasters.
- Inventory the manpower and material resources, from both governmental and private sources, that would be available to meet these needs.
- Identify deficiencies in resources and help the concerned local officials plan to remedy them.
- Keep your chief executive fully informed of your major activities, your successes, problems, and what you need to do your job.

In an actual major emergency, the chief executive is in overall command and is responsible for policy-level decisions. The Chief of Police, or Sheriff, Fire Chief, and other heads of operating departments, are in command of their forces. If you have done your job well, there will be a minimum of confusion and waste effort, and the resources of the community will be applied to the emergency in a controlled and efficient manner.

The form that civil preparedness planning takes in local jurisdictions varies from one area to another, according to the size of the place involved, the hazards being planned for, and other factors. This is recognized at State and Federal levels; and, therefore, rigid uniformity in emergency planning efforts is neither expected nor desired.

There are, however, certain basic elements which must be included in emergency operations planning if a city, town, or country is to be ready to save lives and property in the event of a peacetime or nuclear disaster.

### Basic Elements

Shelter from fallout for all persons wherever they may be at any hour of the day or night—at work, at school, at home—is a key element. Of equal importance are a local emergency operations plan—and an Emergency Operating Center, which is a centralized point for emergency communications and coordination in a major emergency.

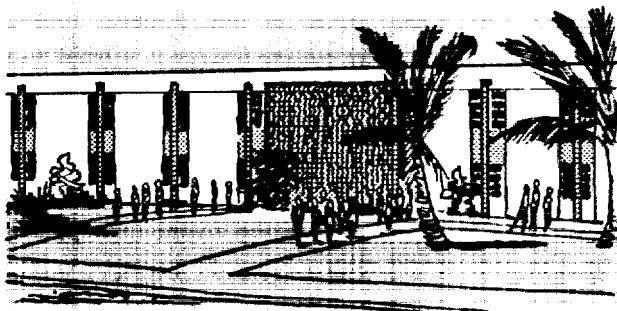
### Fallout Shelter

Much fallout shelter space—in buildings and in mines, caves, and tunnels throughout the country—has been identified as suitable for public use in an emergency. Additional shelter space is identified in new and remodeled buildings on a continuing basis.

Many of the public fallout shelters identified to date are located in the downtown areas of large cities and are therefore not easily accessible to many people at night. There is some shelter in the suburbs, and a considerable amount in the basements of private homes in certain parts of the country. But in most areas there is not enough shelter for all persons wherever they may be at any time of the day or night.

To increase the amount of shelter space available, DCPA administers a nationwide shelter development program. Its aim is to encourage and aid architects and consulting engineers to include fallout shelter in the design of new buildings and thus increase the national shelter inventory. DCPA, with the assistance of universities, institutes, and professional societies, has qualified many architects and engineers in the technology of fallout shelter design and analysis. These architects and engineers, through the use of appropri-

ate design techniques, are able to realize additional fallout protection in new buildings at little or no extra cost.



DCPA offers free advisory services on shelter design and related guidance to architectural and engineering firms and to building owners from Advisory Service Centers located in various States.

More information on this subject and names and addresses of these Advisory Service Centers may be obtained from your State civil defense agency.

### Community Shelter Planning

Careful advance planning is required to insure effective use of fallout shelters in time of nuclear attack. To help local governments do this, DCPA maintains the Community Shelter Planning (CSP) program.

An important end result of CSP is a set of instructions telling people "where to go and what to do" in event of nuclear disaster. Many localities also include basic instructions on how to cope with natural disasters common to the area.

The CSP process provides the local civil defense director much valuable information on the emergency resources and requirements of his community for coping with disasters and community problems in general. Such data includes types of building construction, housing densities, traffic flow, transportation facilities, public fallout shelters and their availability to residents, locations of radiological monitoring stations, fire and police capabilities, and other significant information needed for full emergency preparedness. This information helps the local civil defense director develop the ability of his community to cope with peacetime disasters and hazards, as well as with nuclear disaster.

More information and assistance on the CSP program may be obtained from your State civil defense agency.

### Emergency Operations Planning

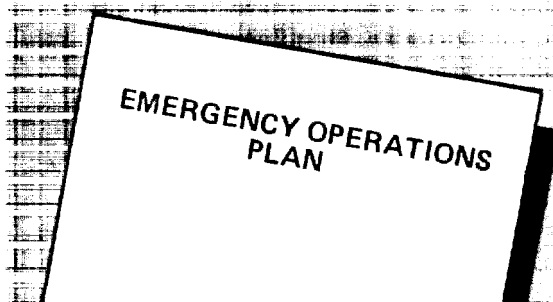
The following national systems, with counterparts in States and many local communities, help assure effective use of shelter and other emergency services in disasters: (1) A warning system to alert people of impending disaster, (2) emergency communications systems to transmit vital information and enable officials to direct emergency operations, (3) a radiological monitoring and reporting system to collect, evaluate, and disseminate information on radioactive fallout resulting from nuclear explosions, and (4) a damage assessment system to determine what has happened, what damage was done, and what resources remain.

Other services essential to effective emergency operations include emergency public information, police, fire, rescue, transportation, public works engineering, public utilities, medical care, and emergency welfare.

### A Local Emergency Operations Plan

A local emergency operations plan is the design for saving lives, alleviating suffering, protecting property, and helping to speed recovery in the event of disaster. The **why, what, when, where, and who** of local government's operations in disasters is spelled out in the local plan. It will include the disaster effects being planned for—how the emergency demands will be met—with what manpower and material resources—and the other factors which result from the hazard analysis of the civil defense director.

The plan may be short or long. For your chief executive and his alternate, a one-page emergency plan with key data would probably suffice.



Data would include the names of the vital emergency services by department responsible for each of them; names, telephone numbers, and addresses of department heads and their alternates who would be in charge of the service in time of major emergency. Emergency operations plans for the local department heads would of necessity be longer and more detailed as responsibilities are fanned out from the chief executive.

Local plans should cover the preparations and actions required for both peacetime and wartime disasters. Communities today cannot afford emergency operations plans which deal only with the effects of nuclear attack. Realistic plans include the protective facilities and measures required for the major hazards of everyday life as well.

When disaster strikes, the reality of protection is tested most severely at the local level. Preparations by local government must be sound, and must work when needed. The emergency plan must be kept up-to-date and be ready to go. A good plan provides for periodic updating, and for tests and exercises.

Meeting people's needs in today's emergencies and disasters tests the local plan, and provides training and preparation for the ultimate disaster—nuclear attack.

### **An Emergency Operating Center (EOC)**

Emergency operations in time of major emergencies can best be controlled and directed from a control center—an Emergency Operating Center (EOC). This is a central "command post" from which the chief executive and local department

heads can exercise the necessary direction of the emergency operations and actions needed to protect and aid citizens and minimize the effects of the disaster.

Communications facilities backed up by emergency power facilities are essential to effective operation of an EOC.

In many communities, use of an EOC provides day-to-day experience in responding to emergencies and controlling resources. This is especially true where the EOC is located in a public safety agency, such as a police or fire department building.



Face-to-face guidance from experts, printed guides and films, advice on emergency-operations simulation exercises, help in local emergency operations planning—in setting up an EOC and in testing emergency operations plans—are available from your State civil defense agency.

## III. SPECIAL ASSISTANCE

### Financial Assistance

In addition to technical advice, guidance, and other aids, DCPA provides financial assistance up to one-half the cost of:

- State and local civil defense personnel and administrative expenses.
- Travel and subsistence incurred in attendance at approved DCPA Staff College training courses in Battle Creek, Michigan.
- Civil defense supplies, equipment, and facilities—in what is usually called the “hardware” program. In this program, Federal financial assistance is provided for the design, construction, and equipping of Emergency Operating Centers, and for communications and warning equipment, supplies, and maintenance.

### Federal Surplus and Excess Property

DCPA helps State and local civil defense agencies obtain Federal surplus and excess property. Federal surplus personal property that can be donated to State and local civil defense organizations ranges from firefighting and rescue equipment, and generators, to hand tools, and furniture. Examples of Federal excess personal property, available on a long-term loan basis, are

ambulances, generators, rescue equipment, firefighting vehicles, and helicopters.

### Emergency Power/Water Supply Equipment

In addition, DCPA maintains emergency power and water supply equipment units, each consisting of 10 miles of 8-inch water pipe, pumps, electric generators, purifiers, chlorinators, and storage tanks. This equipment, located in warehouses throughout the country, is loaned to State and local governments for a variety of disaster uses, such as emergency power and lighting failures and water pumping in flood, drought or other conditions.



Your State civil defense agency can tell you how to obtain the kinds of Federal assistance described above.

### **The Civil Preparedness Family**

Civil preparedness is a cooperative partnership of governmental (public) and nongovernmental (private) skills and resources of all kinds. This joint effort is essential because the civil preparedness missions at all levels—national, State, and local—are much too big to be accomplished by government alone. The help of private-sector personnel, trained or experienced in disaster operations, is vital to the development of protective measures for our communities.

Getting private individuals and agencies involved and participating in community emergency preparedness and operations is an important task for the local civil defense director. It isn't always an easy task, but it can be done, and the rewards are great. In fact, no community civil preparedness system is complete or fully effective until it involves the essential human and material resources of both the local government and the private sector. The private sector includes business, industry and labor, and social, civic, health and welfare groups of all kinds.

Your State civil defense agency can give you advice and examples of how to involve these kinds of community resources in your emergency plans and operations.

### **American Red Cross Advisory Services**

A special source of expertise on the involvement of community resources in emergency-type planning is the American Red Cross. Expert help in identifying and working with community leaders in community action for disaster preparedness is available from the eight American Red Cross advisors assigned to DCPA. An advisor is available at each DCPA regional office to help when and where needed. Help from him should be requested through your State civil defense agency.

In addition to giving personal help, the advisor can put you in touch with Red Cross representatives, and leaders of other community groups, who have practical experience in disaster planning and operations. This would include agencies such as the Salvation Army, church groups, and civic, service and patriotic groups.

### **Support Services**

Building and maintaining effective civil preparedness programs requires the active support of a number of vital services. They include support provided by the military services, and DCPA programs of training and education, daily information services, emergency information, industrial, labor and voluntary participation services, and research and development. DCPA provides advisory services on computer techniques, sorting and filing correspondence and records, and related administrative and fiscal matters.

Your State civil defense agency can assist you in getting the help you need from these programs.

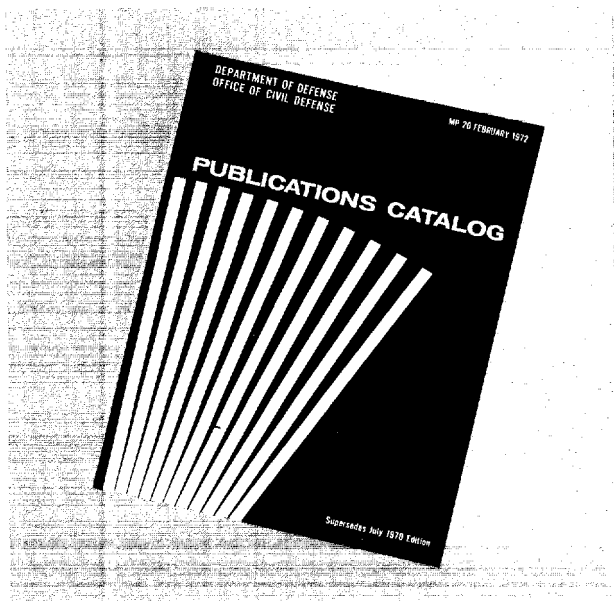
### **Support Materials (Publications, Films, Exhibits)**

DCPA issues:

- Guidance on emergency planning and operations for use by States and localities. This includes (CPG1-2) "Disaster Operations," a guide for officials of local government on emergency planning and operations.
- Regulations and guidance on Federal financial assistance for State and local civil defense agencies.
- Training manuals and publications.
- Technical publications for architects, engineers, and educators.
- Specialized publications for business, industry, and labor.
- Civil preparedness program materials, for use by the leadership of private voluntary organizations and community leaders.
- Publications for the general public: (MP-54, "Civil Defense," briefly describes the national civil preparedness program and contains guidelines on personal preparedness).
- Emergency public information materials—(a public handbook, (H-14) a motion picture, as well as newspaper, radio, and television kits—all entitled IN TIME OF EMERGENCY).
- Special-purpose publications, such as the DCPA Annual Report, statistical report, motion picture catalog, and catalog of exhibits.



These publications and others issued by DCPA are listed in the Publications Catalog, (MP-20).



DCPA produces films and exhibits on civil preparedness subjects for use by State and local civil defense directors and others. Selected films and exhibits are displayed in museums, at major events such as national conventions, and at State, regional, and local fairs.

A list of current DCPA films, a synopsis of each, and the conditions under which they may be borrowed or purchased are described in our Motion Picture Catalog (MP-6). Exhibits are described in the Display Catalog (MP-9). These catalogs are available to all State and local civil defense directors.

### Other Federal Agencies

Programs of some 30 other Federal agencies with national emergency preparedness assignments afford opportunities, in many cases, for mutually helpful joint planning and financial assistance in the development of protective measures and facilities for communities.

Your State civil defense agency can tell you about relevant programs conducted by certain of these

Federal agencies and suggest how you might get help from them for your community.

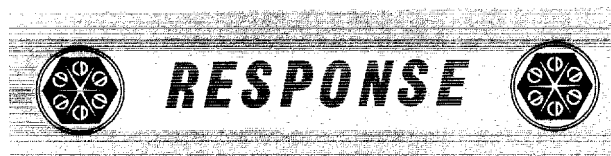
Another excellent source of information on Federal assistance available is the "Catalog of Federal Domestic Assistance." This 800-page manual, published by the Executive Office of the President, describes more than 1,000 Federal programs in terms of specific assistance provided, the purpose for which the assistance is intended, who can apply for it, and how to apply. It also lists the addresses of Federal field offices to contact for additional information.

The catalog can be purchased from the Superintendent of documents, U.S. Government Printing Office, Washington, D.C. 20402.

### Responses to Emergencies of Everyday Life

Advisory services, technical and financial assistance, publications, films, and other available aids and services have been described in this booklet.

The usefulness of these varied resources is tested in the emergencies of the everyday world. When ingenuity, common sense, and hard work are applied to these resources, the results can be dramatic, highly useful, and instructive. DCPA has collected examples of the successful coupling of resources and resourcefulness in emergency planning and operations. These practical examples are taken from the daily experiences of civil defense directors across the country. They are provided by directors for RESPONSE, a news exchange published periodically by DCPA.



A collection of typical case examples published to date can be obtained by writing to RESPONSE, Defense Civil Preparedness Agency, The Pentagon, Washington, D.C. 20301.

## **IV. THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

Poor reactions to the major emergencies of daily life in the community can be as bad or worse than no actions at all. Effective emergency responses do not just happen. They are planned. They result from careful advance preparation and the involvement of all key segments of the community.

Successful local civil defense directors tell us there are three basic things that you, the local director, should look at in your emergency planning. They are:

1. Your requirements.
2. Your resources.
3. Yourself.

To help you do this, and to serve as reminders along the way, we have prepared some simple checklists. We hope they will help you become the outstanding man or woman in your community.

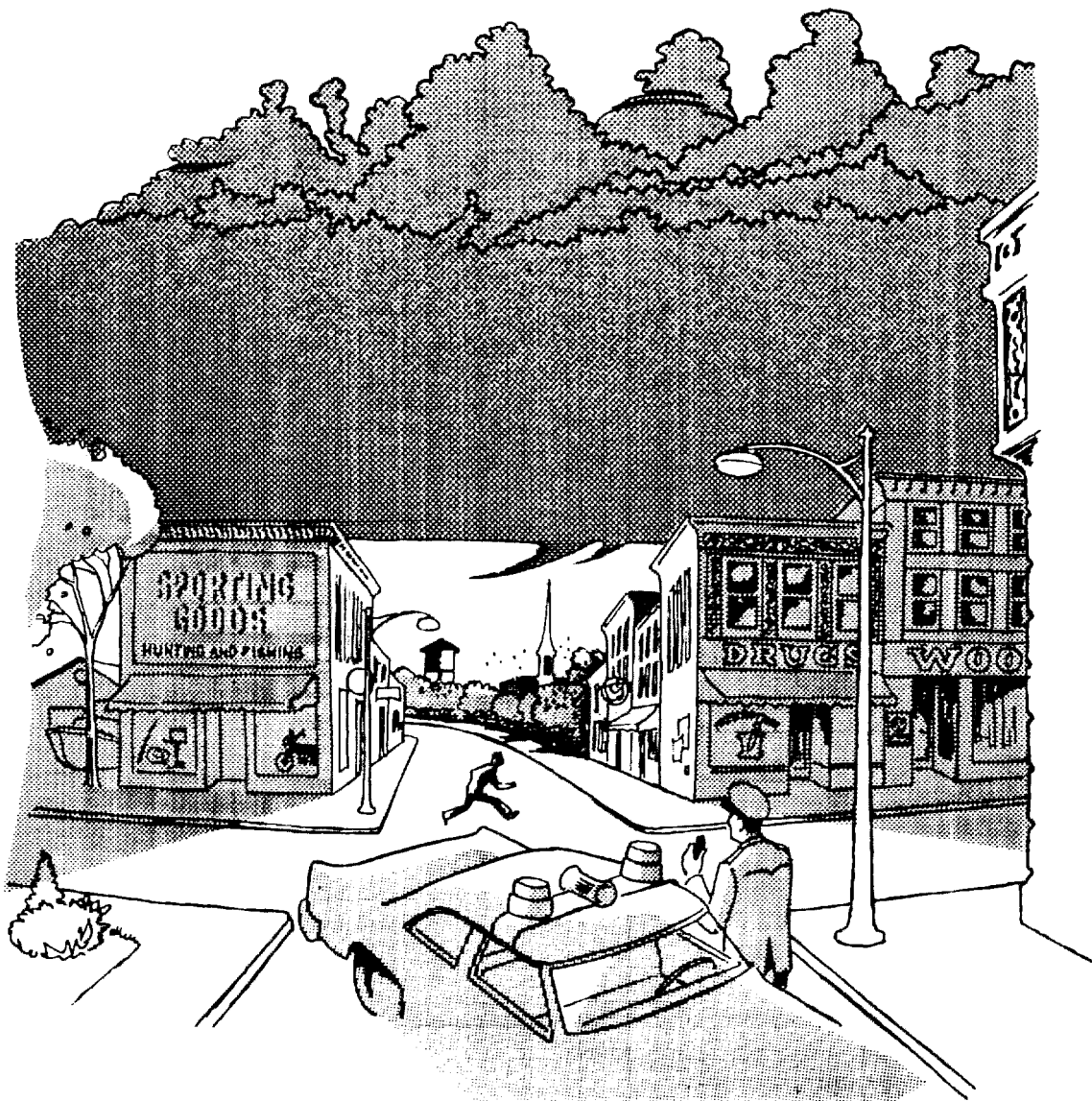
## THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR

### BELIEVES:

### Checklist

That **whatever** makes the community a cleaner, safer, better place in which to live also makes it better prepared to cope with large-scale emergencies and disasters which may occur at any time.

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## THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR

### KNOWS:

### Checklist

The hazards and major emergencies which are likely to occur in the everyday life of his community, and their effects on people and resources.

### IDENTIFIES:

The effects of each type of major hazard to life and property, and **coordinates** the development of plans and facilities needed to cope with them in the event of an unforeseen emergency.

## THE OUTSTANDING DIRECTOR

### KNOWS:

That he **doesn't** know all the answers.

### BUT HE DOES KNOW:

Where to go to get the help he needs.

## THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR

### KNOWS:

How civil preparedness is organized in his area.

- The local emergency ordinances or authority.
- Relations with neighboring places, mutual obligations, resources.
- Related programs and resources of other government agencies, Federal, State and local.
- Related programs and resources of non-governmental (private) agencies.
- Military support plans and programs.
- The State civil defense agency set-up and programs.

**Checklist**

- Key staff of the State civil defense agency. \_\_\_\_\_
- The national civil preparedness program, purpose and functions. \_\_\_\_\_

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**KNOWS HIS COMMUNITY'S:**

- Population (number and characteristics) \_\_\_\_\_
- Economic base: \_\_\_\_\_
  - Agriculture \_\_\_\_\_
  - Industry \_\_\_\_\_
  - Recreation \_\_\_\_\_
  - Retired persons \_\_\_\_\_
  - Government services \_\_\_\_\_
  - Military \_\_\_\_\_
  - Other \_\_\_\_\_
- Unmet needs (economic, social, environmental) \_\_\_\_\_
- Resources to meet these needs \_\_\_\_\_
- Plans for community development \_\_\_\_\_
- Budget priorities \_\_\_\_\_
- State and federally funded projects \_\_\_\_\_

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**KNOWS:**

- The problems and priorities of his local government officials: \_\_\_\_\_
  - The mayor, city manager, county commissioners, selectmen, city council members. \_\_\_\_\_
  - Heads of local departments of government—fire, police, engineering, health, welfare, planning, finance. \_\_\_\_\_

**Checklist**

- Chairmen and members of special boards and committees on schools, sanitation, sewage, fire, safety, environment, ecology.

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**DOES NOT:**

Become an added problem by demanding help. Instead, he asks "How can I help you with your problems, Mr. Mayor, Mr. Selectman, Mr. Department Head, Mr. Chairman or Member of a Board or Committee?"

He then finds WAYS TO HELP  
and thus

Becomes a most valuable resource to his local government.

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**KNOWS:**

How to get the money and equipment he needs:

By preparing and selling an adequate budget.

By going to his State civil defense agency for help.

By making use of resources such as:

- Speech materials
- Technical advice and guidance
- Training and education

**KNOWS HOW TO OBTAIN:**

- Federal matching funds for:

Salaries and administration

Facilities, equipment, supplies

Training.

**Checklist**

- Help on Community Shelter Planning
- Federal surplus property
- Federal excess property
- Publications, exhibits, films

**AND MAKES SURE:**

That wherever possible every dollar and everything in his program is made to do **double-duty**; that is, to serve useful day-to-day purposes in the community as well as emergency functions.

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**KNOWS:**

That success depends on **public support** and **involvement**. Therefore, he works closely with the reporters, editors and publishers of local newspapers, and with the program directors and officials of radio and television stations. He:

- Visits or call them regularly.
- Prepares and gives them news releases on specific civil preparedness activities.
- Understands that what may be routine, "old hat," information to civil defense people is often fresh news to the public.
- Suggests and prepares radio and TV appearances for key government officials and himself.

**Checklist**

- Gets other people to help him to tell the civil preparedness story. \_\_\_\_\_

**THE OUTSTANDING LOCAL CIVIL DEFENSE DIRECTOR**

**KNOWS:**

The **influential** people of the private sector (the people who make things move) in his community. \_\_\_\_\_

- The leading citizens—their needs and interests.
- Leaders of business, industry, agriculture, labor, religion, science, education, and other professions. \_\_\_\_\_
- The leading local clubs, professional, civic, and other groups—their needs and interests. \_\_\_\_\_
- Newly emerging groups—their needs and interests. \_\_\_\_\_

**TELLS HIMSELF:**

"I need the help of these local leaders to make things move for civil preparedness."

And he asks:

- "How can I get their attention and their help?" \_\_\_\_\_
- "What interests do we have in common?" \_\_\_\_\_
- "How can I help them get what they need?" \_\_\_\_\_

— and —

**FINDS:**

Ways to help them, and thereby helps his community and himself. \_\_\_\_\_



THE OUTSTANDING LOCAL CIVIL DEFENSE  
DIRECTOR

IS FAMILIAR WITH

Checklist

The Disaster Relief Act of 1970 (Public Law 91-606) and his State's Disaster Assistance Plan and knows what they mean to his community in time of major disaster, and

KNOWS:

- How to help his community prevent or lessen the effects of major disasters, such as floods, blizzards, drought.
- That efficient operation of his community's advance *warning* system is vital to save lives and lessen damage.
- How to survey and report disaster casualties and damage that may occur to public and private property.

HELPS:

- Local departments and private agencies plan and prepare to provide emergency, health, medical, welfare, and other relief services to people in disasters.
- *Ensure readiness for disaster operations* by regular testing of his emergency operations plan, the advance warning-communications system, readiness of the EOC, and other emergency facilities.
- *Ensure that resources* from outside the community will be available by reviewing mutual aid agreements with neighboring towns and with officials of the State civil defense agency.

**IN A MAJOR DISASTER HE:**

**Checklist**

- Proceeds at once with emergency work as directed by his chief executive and the local emergency operations (disaster) plan. \_\_\_\_\_
- *Helps his chief executive* and the media provide accurate emergency information to the public on the disaster events. \_\_\_\_\_
- Knows who has been designated as *State coordinating* officer and contacts him as soon as possible. \_\_\_\_\_
- Helps his local officials assess the community's emergency needs and report them to the State coordinating officer. \_\_\_\_\_
- Helps his chief executive prepare and issue emergency proclamations, orders, regulations. \_\_\_\_\_
- Relies at first upon the local community resources to meet immediate emergency needs. \_\_\_\_\_
- *Keeps careful records* of expenditures and proof of payment to support later claims for reimbursement for eligible work. \_\_\_\_\_
- Knows that advice and instructions from State and Federal officials are available on procedures for requesting Federal disaster assistance. \_\_\_\_\_

**ASKS:**

Am I:

● **A Good Listener**

Eager to understand. \_\_\_\_\_

● **Sympathetic**

Able to put self in other person's shoes. \_\_\_\_\_

● **A Clear Communicator**

Able to find areas of mutual interest. \_\_\_\_\_

**Checklist**

● **Flexible**

Able to adjust to changes, including emergencies. \_\_\_\_\_

● **Realistic**

Able to analyze situation objectively. \_\_\_\_\_

● **Knowledgeable**

Doing the necessary homework. \_\_\_\_\_

● **Cooperative**

Eager to help the other person solve his problems. \_\_\_\_\_

● **Imaginative**

With a spirit of exploration. \_\_\_\_\_

● **Generous**

Willing to share my success with others. \_\_\_\_\_

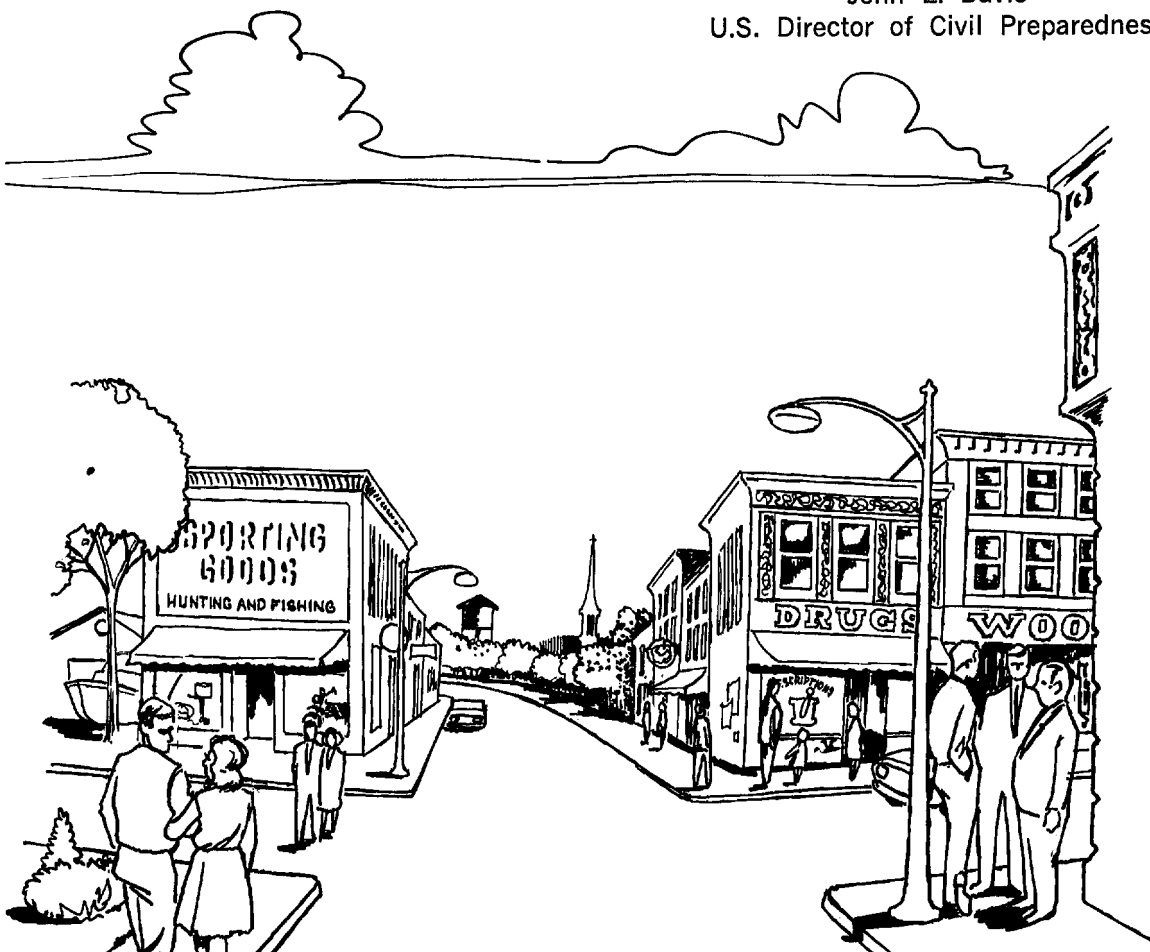
A MEMO

TO: The Local Civil Defense Director  
FROM: The U.S. Director of Civil Preparedness  
SUBJECT: Your Job

Whatever title you hold, I see you as a Coordinator for Lifesaving—strongly supported by your Chief Executive. I see you as a person skilled in pulling together a variety of resources in your government and community to protect people in man-made and natural disasters of all types—a person dedicated to educating people in the principles of civil preparedness—a person who knows where to find and how to use all possible sources of help in building a stronger, safer community.

“Civil preparedness is as old as Noah and his  
Ark . . . and as young . . . as helping protect  
people . . . from the latest environmental threat.”

John E. Davis  
U.S. Director of Civil Preparedness



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State CD Adult Education Coordinators  
Instructors Qualified in Fallout  
Shelter Analysis  
CE-NAVFAC Field Offices

Military Support Planning Offices—State AG's  
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